

SOCIAL RESOURCE MANAGEMENT: PROCEDURES FOR
IDENTIFYING AND EVALUATING PUBLIC ISSUES,
MANAGEMENT CONCERNS AND MANAGEMENT
OPPORTUNITIES

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social resource management

Procedures for Identifying and Evaluating
Public Issues, Management Concerns
and Management Opportunities

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The Foundation for Urban and Neighborhood Development (FUND), Inc. is a private nonprofit institution involved in the development and application of solutions to problems caused by resource use and development. Founded in 1967, FUND projects in consulting, training and research have been conducted for industry, government and citizen interests throughout the United States and in the Pacific Basin.

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introduction

This handbook outlines a systematic process for insuring that public issues and management concerns are made visible in resource decision-making, and that decisions arrived at reflect a clear understanding of the issues needing resolution in resource management. The procedures and terms presented are designed with the land management requirements of the Forest Service in mind. However, the general principles used in shaping these procedures can be applied to resource decisionmaking activities in a number of areas. The Foundation for Urban and Neighborhood Development (FUND), Inc., is currently implementing this process for identifying and evaluating issues, concerns and opportunities in assessment projects with resource developers, consultation work with citizen groups, and training programs with other government agencies.

The included analysis procedures were developed in response to the recent regulations for implementing the National Forest Management Act (NFMA) of 1976 which calls for a systematic process for addressing issues and concerns. The intent of the Act is clearly directed toward making Forest resource management more responsive to public interests at the local, regional and national levels. NFMA requires that public issues be the driving force of land management planning, and that the identification of public issues be the initial step in the planning process.

In the past, the Forest Service has not had a precise definition of a public issue and therefore has not clearly stated the issues of the public. *(An issue is what the public wants resource management to take action upon and to consider in the resource planning effort.)* An example of a public issue would be that an increasing number of people want firewood to supplement their home heating requirements.

Emphasis is also placed in NFMA on the identification of management concerns in the first planning action. *(A management concern is a matter of importance to the Agency that may or may not be significant to the public.)* Examples of management concerns relative to the firewood demand would be that there is inadequate funding to manage the situation and a lack of policy directing how to manage the situation in coordination with other resource programs.

Discriminating between public issues and management concerns is an essential requirement in managing the use of natural resources. The purpose of making a distinction is a pragmatic one: In the resource decisionmaking process, the public should be able to understand how a planning alternative addresses or does not address its issues and see the rationale supporting the selection of a preferred alternative. If a certain group is benefiting more from a decision than another, or if Agency management concerns have taken priority in the process-- it should be made visible to the public.

The management system outlined here focuses especially on the identification of public issues to insure that the necessary cultural, political and economic considerations involved in making a decision are brought into the planning process on the front end. Having a knowledge of social considerations in decisionmaking is the key to natural resource management. Without this capability, a resource manager can complete a lengthy, costly, and complicated planning effort with a plan that cannot be implemented because of negative public reaction. Or, in day-to-day management, a manager can be constantly caught up in reacting to issues rather than managing them.

Public issues influencing resource decisionmaking emerge from people's ongoing interests and activities. It is the task of the resource manager to know how these constantly changing public desires or interests affect resource use and management. The human resource unit (HRU) description, explained in a preceding handbook, Procedures for Characterizing and Delineating a Human Resource Unit Using Cultural Descriptors, prepares a manager to identify public issues and management concerns. Through the involvement in the HRU characterization process, land managers become more aware of how people's interests and activities influence resource use and, conversely, how resource management activities are a constant influence on people and their environment.

This handbook provides procedures for making a manager's understanding of the social resource useful in the decisionmaking process. The included procedures outline a system for identifying public issues, management concerns and the management opportunities through an evaluation process that considers the unique social and natural resources of a given geographic area.

notes

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overview of procedures

The objectives of the procedures outlined in this handbook are:

- To identify issues of the public and concerns of management, and evaluate their significance to resource management activities.
- To determine the public issues and management concerns to be considered in day-to-day operations and long-range planning.
- To formulate management questions to be decided in operations and in planning.
- To identify management opportunities available to address the public issues and management concerns.
- To design possible management prescriptions used to answer the questions that have been posed in the resource planning process.

A few of the definitions used in the handbook are unique to the social resource management program and are explained more comprehensively in preceding handbooks. The remainder of the definitions have their origins in the National Forest Management Act (NFMA) of 1976 and have been expanded in order to provide further clarity to the Act. These guidelines are a direct response to the procedural requirements of NFMA. The procedures included here are a practical way of meeting the requirements of the law without losing sight of what the law was designed to accomplish. The intent of NFMA is to use a system for forest level management based upon cultural, economic and resource conditions that can be coordinated with national level forest and rangeland renewable resource goals. This handbook provides the tools necessary for insuring that the issues unique to people and the concerns unique to management in different parts of the country are considered in resource management and planning.

The definitions used in subsequent procedures are introduced in the following order.

PUBLIC - A segment of the population that may be grouped together because of some common interest, lifestyle or purpose.

NETWORK - A network is comprised of individuals who support each other in predictable ways and have a shared commitment to a common purpose. There are networks that are informal arrangements of individuals and those that are formal organized groups of individuals.

PUBLIC INTEREST - The basic desires of people as defined by individuals, networks and organizations and reflected in their ongoing discussions and activities.

PUBLIC ISSUE - A subject or question of widespread public interest relating to management of National Forest System lands identified through public participation (NFMA).

People express their interests through ongoing discussions and activities. An issue is a specific interest a public wants action upon which is expressed at various stages of development defined below. The resource manager who identifies a public issue at an emerging stage retains the greatest number of opportunities for positively addressing an issue.

1. Emerging issue: A topic of discussion or activity that may evolve into a demand on natural resource use or management.
2. Existing issue: A direct public demand that is currently influencing natural resource use or management.
3. Disruptive issue: A public demand on natural resources or management that is beyond the control of a manager at a given administrative level.

PUBLIC ISSUE SCOPING - A process used to describe the significance of a public issue by using the following characteristics.

1. Extent: How widespread an issue is on a local, regional, or national scale.
2. Intensity: The level of public interest in or awareness of an issue.
3. Duration: The period of time an issue will remain an influence on resource management if no action is taken.

MANAGEMENT CONCERN - An issue or problem requiring resolution or a condition constraining management practices identified by the interdisciplinary team (NFMA).

A management concern is a matter of importance to Agency personnel that may or may not be significant to the public.

MANAGEMENT QUESTION -

1. Operational question: A matter requiring immediate attention to be decided in day-to-day operations.
2. Planning question: A matter of long-range significance to be decided in the Forest Plan.
3. Question facet: One face or side of a management question regarding the management of forest lands--including the issues expressed by the public and the concerns expressed by the Agency.

MANAGEMENT OPPORTUNITY - A statement of general actions, measures or treatments that management could take to address a public issue or management concern in a favorable way.

MANAGEMENT PRACTICE - A specific action, measure or treatment (NFMA).

POSSIBLE MANAGEMENT PRESCRIPTION - A combination of management practices. It emphasizes one or more management opportunities over others in order to address specific public issues and management concerns relevant to a management question.

MANAGEMENT PRESCRIPTION - Management practices selected and scheduled for application on a specific area to attain multiple use and other goals and objectives (NFMA).

MONITORING - A process for determining how well objectives have been met and how closely management standards and guidelines have been applied.

HUMAN RESOURCE UNIT (HRU) - A local geographic area that is characterized by particular patterns of cultural lifestyles, economic conditions, institutional arrangements, and topography; the HRU is used to design, implement, and evaluate management actions that respond to changing social conditions or natural resource uses at the local level.

SOCIAL RESOURCE MANAGEMENT - A process decisionmakers use to identify, monitor and respond to public issues and management concerns in order to enhance social well-being while achieving organizational objectives.

It is a management system that considers the needs of people at local, regional and national levels designed to attain the basic objective of managing the use of all resources for the permanent good of society.

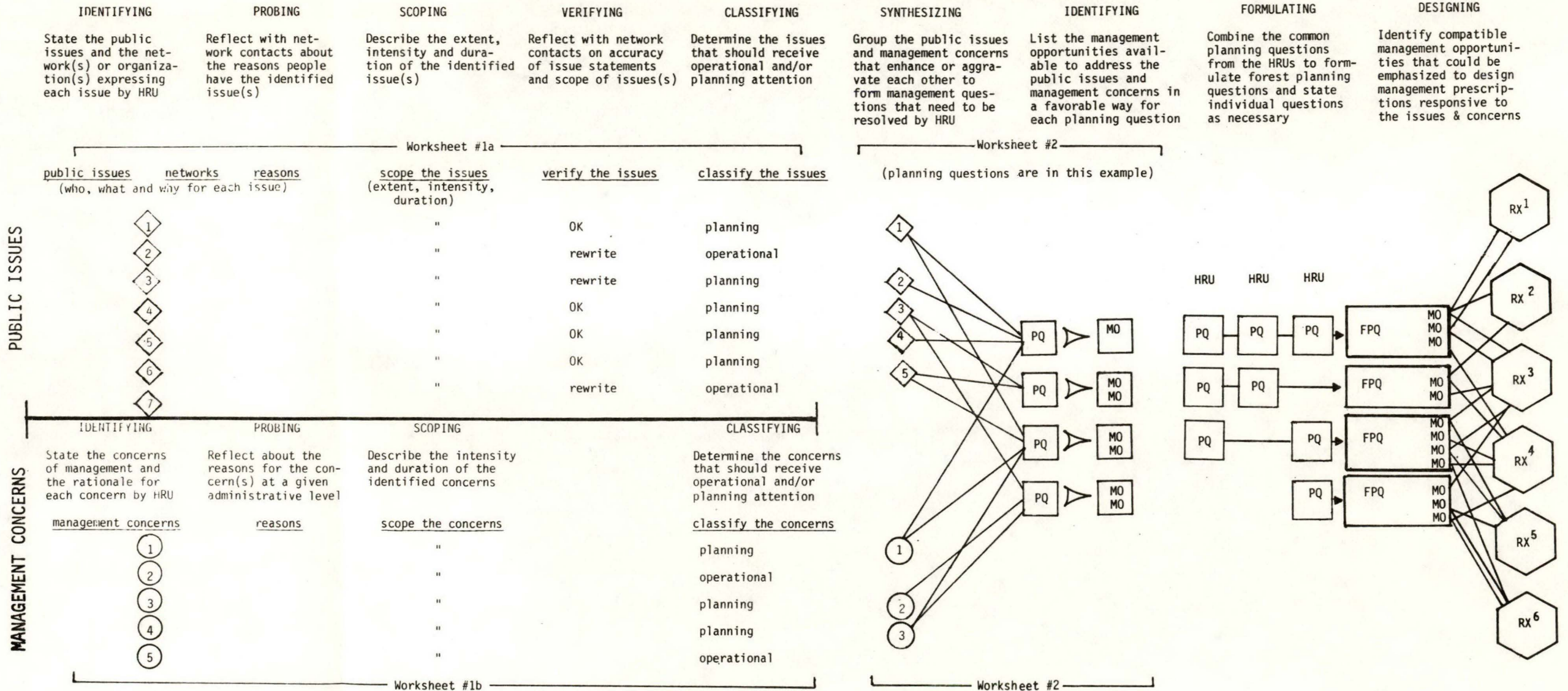
SOCIAL RESOURCE MANAGEMENT WORKSHEETS - A set of worksheets developed to record and document the rationale used to make decisions in the land management planning process.

- Network Characterization Worksheet (p. 15): This worksheet identifies the networks people use to express their ongoing interests and activities. The network characterization process is a prerequisite for a manager charged with the task of identifying public issues that relate to natural resource use and management.
- Worksheet 1a - Record of Public Issues (p. 18): This worksheet documents the identification and evaluation of public issues. The task is primarily the responsibility of on-the-ground managers because of their knowledge of the past, current and anticipated future public issues that influence the use and management of natural resources.
- Worksheet 1b - Record of Management Concerns (p. 27): This worksheet documents the identification and evaluation of management concerns. The task is the responsibility of the management at all administrative levels because of its knowledge of internal problems and constraints that influence the management of natural resources.

- Worksheet 2 - Management Question Worksheet (p. 31): This worksheet documents the public issues and management concerns that have been selected for consideration in long-range planning or day-to-day operations. The effort involves formulating the questions needing to be addressed. This is the responsibility of an interdisciplinary team of managers and resource specialists. The worksheet also facilitates the identification of management opportunities available to respond to the issues and concerns.
- Attachment 2a - Public Issue Scoping Scale (p. 36): This worksheet is used in conjunction with Worksheet 2 to classify the scope of public issues over the resource planning timeframe. The interdisciplinary team should be responsible for monitoring the issues on a regular basis to insure the planning process is responsive to changing social conditions and natural resource uses.

The preceding definitions will assist in accomplishing the tasks appearing in the following handbook sections. The sections are: procedures for identifying public issues, procedures for evaluating public issues, procedures for identifying and evaluating management concerns, and procedures for responding to issues and concerns. The flowchart on the adjoining page illustrates the sequence of procedures presented in the handbook. It shows the series of steps designed to facilitate the effort of identifying, evaluating and responding to public issues and management concerns in resource management activities.

PROCEDURES FOR IDENTIFYING AND EVALUATING PUBLIC ISSUES, MANAGEMENT CONCERNS AND MANAGEMENT OPPORTUNITIES



notes

procedures for identifying public issues

one

Describe the networks of the public

Before public issues can be identified and evaluated, a manager must have a working knowledge of the publics associated with the resource decisionmaking process. *(A public is any segment of the population that can be grouped together because of some recognized demographic feature or common set of interests.)* Even though many publics do not directly relate to resource decisionmaking, every public has interests in the use and management of natural resources.

People express their interests through their ongoing activities and discussions. For example, as energy costs get higher, an increasing number of people are heating with firewood. Or, in rural areas there is more discussion about timber management practices because newcomers with different attitudes are moving into the area. Public interests and attitudes about the use of resources are openly expressed; the task of a resource manager is to understand how public interests relate to land management and planning.

A manager can get an understanding of the wide range of public interests associated with resource management by identifying the networks people form to express their interests. *(A network is comprised of individuals who support one another in predictable ways and have a shared commitment to some common purpose.)* There are networks that are informal arrangements of individuals and those that are formal organized groups of individuals. Every network, whether informal or formal, represents specific interests. Once a resource manager knows the networks of the public, resource-related interests can be identified and considered in decisionmaking.

The Network Characterization Worksheet on page 15 assists a manager in the effort of describing the networks of the public. The information to be recorded is organized using the components A through H identified on the worksheet.

- Item A) is for the network's name and, when listing formal organizations like the Cattlemen's Association, this is a straightforward task. In the process of listing informal networks like "the ranchers who live up Brush Creek," a descriptive reference should be used.
- Item B) is for entering network members who can be contacted to identify the interests of the network. In every network there is a leadership element that speaks for the entire group. It is important for the manager to identify key network contacts since contacting every individual in a network is unrealistic. Network contacts can be singled out because they are well-respected by the group and are usually opinion leaders or people to whom others go for advice.
- Item C) is used to describe the ongoing interests of a network. The ongoing desires and activities of a network should be listed here and not the issues people want management to take action on. This section is helpful in getting an historical perspective of a network's resource-related interests.

NETWORK CHARACTERIZATION

HUMAN RESOURCE UNIT _____

Item A) Network name (or descriptive reference): _____

B) Network contacts: _____

C) Brief history of ongoing interests: _____

D) Geographic dispersion: _____

E) Estimate of size: _____

F) Ways in which communication occurs: _____

G) Gathering places: _____

H) Level of involvement/cooperation in your management activities: _____

Opportunities for involvement/cooperation: _____

Signed _____ Position _____

Date of writing: _____ Updated: _____

- Item D) lists the local, regional, national or international extent of a network's membership.
- Item E) is used to estimate the numbers of people in a network.
- Items F) and G) are used to record the ways in which a network communicates and where it gathers to communicate. For example, the ranchers who live up Brush Creek communicate informally at the feed store, or the Cattlemen's Association communicates through a newsletter and meets at the Sunset Inn once a month.
- Item H) identifies the level of involvement or cooperation a network has in resource management activities, along with the future opportunities available for involvement.

The information recorded in items A-H on the worksheet is designed to characterize a network for use in management activities. Describing the particular interests and routines of a network is not meant to infringe upon the rights or privacy of the public. In fact, private matters about an individual or a network should never be discussed and common courtesy should always prevail when recording information about networks.

The Network Characterization Worksheet has been developed with the sole intent of making the networks involved in resource decisionmaking a visible structure to the manager. Once characterized, networks can be contacted to identify and monitor changing resource use activities and attitudes of the public. If a resource manager knows the networks, public issues can be tied down to specific networks of individuals and organizations. Identifying issues by "general public" categories only results in general issue statements with general solutions which generally don't resolve public issues.

two

Identify the issues of the public

A resource manager is faced with a variety of public issues and is constantly challenged by the diversity of demands being placed on management. A typical manager might be pressed by multiple situations such as--conflicts between backpackers and off-road vehicle users, requests that timber management practices be changed, a lack of developed recreational facilities, an increasing fuelwood demand, impacts from mineral exploration on hunters and outfitters, and so on. These are all topics of public discussion and activities that are influencing current resource use or management activities. The Record of Public Issues Worksheet is used to record each topic or subject of public interest and to identify the specific public issues influencing management.

The best way to illustrate the use of the worksheet is through an example. On page 18, the topic of increasing demand for fuelwood in the South Park area of Colorado has been selected to explain the issue identification process. The selected topic is recorded on Worksheet 1a. When using Worksheet 1a, one topic is discussed per page.

The information in Items A and B is relevant to the procedures for identifying public issues.

- Item A) is used to record the topic of public discussion/activity influencing current resource use or management direction.
- Item B) is used to identify the public issues that have prompted management to examine current management direction. (*Remember, an issue is a specific interest that the public wants management to take action upon.*) When stating public issue(s), be specific about the who, what and why of each issue.

Who refers to the informal network or formal organization expressing the issue. The network characterizations previously completed allow for the exact identification of who has a particular issue.

What refers to the statement being made by the network. It is important to capture what the network wants by using direct quotes or summarizing what is being expressed as accurately as possible.

Why refers to the reasons a network has a particular issue. This component is very valuable in the issue evaluation process to follow.

Each of the networks or organizations with issues relating to the selected topic of public discussion and/or activity should be identified in Item B. The networks listed can have opposing views on the topic. Also, issues indirectly related to the topic, like that of the hunters shown on page 19, would be brought into the discussion of fuelwood demand. When using Worksheet 1a, continue the identification of networks and their issues on the back of the worksheet until the listing is complete.

Human Resource Unit South Park

Item A) Briefly describe the public discussion and/or activity influencing current resource use or management direction.

Increasing demands for fuelwood on the South Park and Salida Ranger Districts

B) State the issues of individuals, networks of individuals, or organizations involved in the discussion or activity. Be specific about the extent of each network or organization identified (who), what each is saying (what) and the reasons each is expressing an interest (why).

who: Firewood gatherers from Denver Metro Area
 what: Not enough easily available wood. Too many people after too little wood.
 why: More people interested in wood to supplement home heating source. Also serves as form of recreation.

who: Antero Estate Owners Association
 what: Denverites come up here on weekends, raise the dust on the roads, trespass on our property and cut down our trees.
 why: Private property owners rights are being violated. Forest Service doesn't clearly mark the public land boundaries.

who: Small commercial logger operations in South Park and Arkansas Valley.
 what: Forest Service needs to offer smaller sales attractive to commercial firewood cutters.
 why: Increased competition with non-commercial firewood cutters from Denver.

Continue listing on back, if necessary. (continued on back)

C) From those individuals, networks and organizations listed in item B, which ones are becoming more intensely involved and why? Antero Estate Owners Association was

formed as a result of the trespass problem with fuelwood cutters. Small loggers see the Forest Service favoring non-commercial cutters because of sheer numbers.

D) If no action is taken to address the public issues, what is likely to happen?

More trespass on private lands will occur causing a greater demand on law enforcement agencies. Green trees will eventually be cut as dead wood becomes harder to find. Also theft will probably occur in timber sale areas.

E) What other networks or organizations are not currently involved but are affected and why?

Michigan Creek Home Owners Association, Park County Sheriff's Dept., Bureau of Land Management, Federal Timber Purchasers Association, Colorado Division of Wildlife.

F) What administrative level(s) should address the identified issues and why?

District, Forest, and Region--need policy and direction regarding firewood cutting as a part of Timber Management.

G) Should the public issues receive operational attention and/or be addressed in long-range planning (1985 and beyond) and why?

Immediate development of operational plan to deal with situation next summer and fall. Long range planning in Regional and Forest Land and Resource Management Plan to address situation in light of all other uses in area.

Signed _____ Position _____ Date of writing _____

who: *Local residents of Fairplay, Jefferson, and Como*

what: *We have been heating our homes with wood for generations and now there is so much competition with people from Denver that wood is getting hard to find.*

why: *The majority of homes in South Park are heated solely by wood burning stoves and furnaces.*

who: *Big Game hunters from regional area*

what: *There are so many chain saws operating in the woods during deer, elk and turkey seasons, that it's getting impossible to see any game.*

why: *Increased noise and activity is pushing wildlife farther away from roads.*

who: *Wyatt saw mill in Fairplay.*

what: *We want set asides for our sawlog operations.*

why: *Worried about increasing fuelwood demand on Forest.*

notes

procedures for evaluating public issues

three

Probe for the reasons people have issues

Besides identifying the issues people are expressing through their discussions and activities, it is essential to probe for the reasons a particular individual, network, or organization is expressing an issue. Asking why a network has an issue is the most helpful way to clarify public issue statements. In many cases the "real" issue involved for the public is not understood by management unless time is spent in reflecting with network contacts on the reasons behind their issues. In completing Item B, be sure to make contact with the networks to understand the reasons why each issue is being expressed.

Knowing the reasons why a network has an issue will assist in determining the kind of management response necessary to address the situation. To continue the fuelwood demand example, the residents of small towns in South Park are dependent on firewood to heat their homes, while Denver residents only supplement their home heating with firewood. By examining the reasons why for each network in Item B, a manager begins the process of evaluating the significance of the identified public issues.

four

Scope the identified public issues

The characteristics of extent, intensity and duration are used to scope issues that relate to resource management and further evaluate their significance.

-Item B) is used to identify the network(s) and organization(s) expressing an issue. The extent of an issue refers to the numbers of people with a particular issue. The extent of an issue is determined by knowing the networks involved. In the fuelwood example, there is an undetermined number of people from the Denver region collecting firewood, fifty families as members of the Antero Estate Owners Association, ten small commercial logger operations, twenty people employed by Wyatt saw mill, and so on. The network characterization worksheets provide the background material needed to specify the networks used in the issue identification process. Knowing the extent of each network and organization involved gives a manager an idea of the kind of management response required to resolve the identified issues. It focuses management attention on the numbers of people associated with a situation and the influence of each network on a local, regional, national or international level.

- Item C) on Worksheet 1a is used to point out the networks whose intensity of interest in an issue is increasing and why. Intensity refers to the level of interest or involvement a network has in a particular issue. For example, the Antero Estate Owners Association did not exist before the fuelwood demand situation. A resource manager can anticipate an intense interest from this particular network until the problem is resolved. As other networks become more involved, a manager begins to lose some of the options for addressing the diversity of issues. Keeping track of the changing involvement of people and their intensity of interest is essential. It assists in evaluating the type of response required by focusing management attention on the stage of development of the identified issues. Knowing whether an issue is at an emerging, existing or disruptive stage is a skill required for managers who want to stay in control of the changing influences on resource management.
- Item D) is used to describe the duration of the identified issues if no action is taken by management. In this item the urgency of the situation is explored by describing the possible consequences of no management on the natural resource and networks involved. For example, trespass on private land will increase and more green trees will be cut on the Forest if no action is taken to address the issues associated with the fuelwood demand. Knowing the duration of an issue assists in the evaluation effort by focusing management attention on the future. It draws attention to the possible impacts and benefits of responding or not responding to a particular issue.
- Item E) is used to remind a resource manager of the informal and formal organizations that sometimes do not get involved but who are affected by the resource-related topic being discussed. Before completing the public issue identification and scoping, think about the unidentified issues that are a part of the topic under review. If certain networks have been forgotten but are involved in the situation, list the network or organization. Once more information is collected on the network, their issues can be added to Item B when necessary.

five

Verify the identified public issues

Before the issue evaluation process is carried forward to its final steps, it is necessary to verify the issues that have been listed in Item B. The verification of the identified issues is completed by contacting the networks who have expressed the issues. A resource manager can accomplish this task by informally reflecting with key network contacts on the accuracy of the stated issues. Public issues must be properly understood before management actions are designed to address the situation. Without an issue verification process a manager runs the risk of building a land management plan upon a weak foundation.

six

Classify the identified public issues

The last items on Worksheet 1a are used to classify the type of consideration the identified issues should receive by management. Completing these items is possible only after evaluating the public issues with the scoping tools of extent, intensity and duration.

-Item F) is for listing the administrative level(s) best equipped to address the identified public issues. The decision should be based upon the significance of the issues stated in Item B and an understanding of the management capabilities to respond at a given level. Management capabilities include the availability of resources to address the issues, and the policy required to control the situation. For example, stronger policy and direction from the Regional Office regarding the fuelwood demand is required by a resource manager to address the issues described in the South Park situation. In this case, a combination of administrative levels is required to address the identified issues. When completing this section, be sure to include the rationale used so the appropriate administrative level knows why their involvement is necessary.

-Item G) is used to describe whether the issues can be resolved more directly in long-range planning or whether they require more immediate management attention. Because of the diversity of identified issues, some issues might need operational attention, some planning attention, and some a combination of both. In the fuelwood demand example, an operational plan to deal with the situation is needed next season. The fuelwood demand should also be addressed in the long-range plan since the demand is not likely to let up in the coming years. When completing Item G, be sure to include the rationale for the decision made. The reasons for addressing the issues in operations or in long-range planning assist a manager in identifying management opportunities responsive to the situation which will be discussed later on.

procedures for identifying and evaluating management concerns

one

Identify the current and future concerns of management

(A management concern is identified as a matter of importance to a resource manager that may or may not be significant to the public.) The definition points out the distinction being made between the concerns of management and the issues of the public. Concerns are internal influences and issues are external influences on management. Worksheet 1b, Record of Management Concern, is used to identify and evaluate the significance of the concerns of a resource manager. The worksheet appears on page 27.

-Item A) is for describing the current and future concerns of a manager.

A majority of concerns originate from public issues that influence resource use and place demands on management. For example, the concerns relating to the increasing fuelwood demand are listed in the illustration of Worksheet 1b. In this case management is concerned about the difficulty of managing a demand that is exceeding supply and beginning to put pressure on other resource programs. This concern originates directly from the public issues previously identified in Worksheet 1a on page 18.

Management concerns originate from a number of other sources as well. Another type of concern originates from management influences on the public. The implementation of certain management policies, regulations and program directives sometimes create public issues. A resource manager is always confronted with issues caused through the administration of current management programs. A recent example of a concern of numerous Forest Service District Rangers was the effect of the wilderness designation on dependent small logger and timber industry operations.

Management concerns also originate from problems that are completely internal to management. The difficulties of hiring qualified employees, finding staff housing in a boom town, or implementing management direction from a higher administrative level are a few examples of this type of management concern.

Finally, management concerns originate from the uncertainties of managing natural resources in the future. Changing social and economic trends that influence future resource demands are a constant source of concern. The implications of the energy crisis, the changing recreational values of urban publics, the economic impacts of mining on small timber and ranching operations, and so on, all influence the management of natural resources.

When using Worksheet 1b, be sure to include current as well as possible future management concerns. A separate page should be completed for each topic or area of concern identified.

Worksheet 1b.

Record of Management Concern

Human Resource Unit South Park

Item A) Briefly describe a matter of importance to you as a resource manager. _____

It is getting harder and harder to manage the demands for fuelwood. The volume of demand from local and regional publics is starting to exceed supply. Also pressure on other resource programs is starting to be felt in a number of areas. Reactive management practices are currently being used to control the situation which in turn is only creating additional public issues.

B) Explain the reasons for the management concern. Firewood is becoming less accessible

to people as areas along roads get picked clean. Some are starting to cut green trees on forest and adjoining private lands. Road closures are difficult to administer because the public wants access to wood. To date, a few gates and barricades have been damaged. Also there is no budget available for road maintenance and soil erosion control as ORV use increases. Enforcement problems will continue because of the lack of standardization in policy on forests and districts in the area.

Continue on back if necessary.

C) Is the level of concern expected to increase in intensity at your administrative level and why? Yes, especially as another summer and fall season approaches and no

clear direction has been established on how to administer the situation and plan for future demands.

D) If no action is taken on the management concern, what will happen? More damage to

the resource and negative effects on other resource programs like wildlife, recreation, and timber management. More law enforcement will be necessary.

E) What administrative levels should address the identified concern and why? _____

District, Forest and Region--there is a need for policy regarding firewood cutting as a part of the timber management program. Also the forests on the Front Range must have a coordinated program in order to control the demands.

F) Should the management concern receive operational attention or be addressed in long-range planning (1985 and beyond) and why? Both. An immediate operational plan is

needed for this upcoming season. Also long-range planning at the Regional and Forest levels should address the situation in light of all other uses on the Forest.

Signed _____ Position _____ Date of writing _____

two

Probe for the reasons management has concerns

This procedure identifies the specific reasons for a management concern.

- Item B) on the worksheet is used to describe the reasons a management concern has been listed in Item A.

Referring back to the fuelwood demand example, the resource manager is concerned because of the problems associated with increased ORV use, trespass violations, the administration of road closures, and so on. When entering the rationale for the management concern in Item B, be as specific as possible so the full implications of a particular situation are understood by management.

three

Scope the identified management concerns

In addition to probing for the reasons a management concern has been identified, the concern should be scoped for any special characteristics that might assist in determining the type of response required by management.

- Item C) is used to describe the level of intensity of the concern at a given administrative level and if the level of concern is expected to increase in the future. Be sure to give the reasons for the statements made in Section C. This will assist in evaluating the significance of the concerns identified.
- Item D) is used to predict the consequences on the resource and on management if no action is taken to address the concern. By describing a picture of the future, a resource manager can get an idea of the duration of a concern. Also, the probable outcome of not giving a situation proper management attention can be evaluated and used to determine the type of management response required.

four

Classify the identified management concerns

The final items on the worksheet are used to describe the ways a concern should be considered by management.

- Item E) states the administrative level(s) best equipped to address the concern and why. The decision should be based upon the available resources, management capability and authority at a given level. In some cases, the responsibility might lie at various levels of management.
- Item F) is used to determine whether the concern should receive immediate management attention, attention in long-range Forest planning, or both. Be sure to give the rationale used in deciding how a concern should be best handled by management.

notes

procedures for responding to issues and concerns

one

Synthesize the identified issues and concerns into management questions by HRU

Once the public issues and management concerns have passed through the preceding steps, management opportunities available to respond to them can be identified and evaluated. Worksheets 1a and 1b provided the tools necessary for evaluating the significance of the identified issues and concerns. Based upon a scoping process performed through the worksheets, a resource manager is able to classify the issues/concerns that relate to long-range planning and those requiring more immediate management attention.

When examining Worksheets 1a and 1b, notice the issues and concerns identified there are pointing to a specific problem that needs to be resolved by management. Issues and concerns are essentially problem pointers that direct a manager to pose questions regarding the management of resources. *(A management question is defined as a matter to be decided regarding the administration and/or planning of natural resource use.)* There are two types of management questions: operational and planning. *(An operational question is a matter requiring immediate attention to be decided in day-to-day operations. A planning question is a matter of long-range significance to be decided in the planning process.)*

Synthesizing issues and concerns into operational or planning questions involves these steps. First, separate the issues/concerns classified to receive operational or planning attention. Then, take the planning issues/concerns, for instance, and group them into common areas of consideration. Be sure to group the issues and concerns that enhance or aggravate each other. For example, hunters don't want roads open to firewood cutters and firewood cutters want more access roads to wood; but the opposing issues must be analyzed together. Finally, based upon the grouping of issues/concerns, pose planning questions that need to be considered by management. Planning questions provide an indication of the overall problems or "questions" that need to be answered in the land management planning process.

For the purpose of this handbook, a planning question has been posed on page 33 regarding the fuelwood demand worksheets. Even though numerous issues were identified that require immediate attention, those issues are not addressed in the example. In any case, the same procedures are applied when posing operational or planning questions.

Worksheet 2 is designed to facilitate the effort of synthesizing public issues and management concerns into management questions. On pages 33 and 34, review the planning question presented. The planning question to be answered is stated at the top of the worksheet.

WORKSHEET 2

☒ PLANNING
or
☐ OPERATIONS
(check one)

QUESTION: How should we respond to the increasing demands
for firewood?

SRM
SOCIAL RESOURCE MANAGEMENT

HUMAN RESOURCE UNIT South Park

FACETS OF THE PLANNING QUESTION ORIGINATING FROM THE PUBLIC

Public Issues that are Facets of the Question	Identify Network(s) Expressing Public Issue	Scope of Issue			Management Opportunities Available to Address Issue
		Extent	Intensity	Duration	
11. There is not enough access to firewood for urban residents who are starting to supplement their home heating. Wood gathering is also a form of recreation for many.	-Individual firewood gatherers from the Denver metro area.	REG.	EX.	ST/LT	A. We could better inform people of areas where firewood is available (Issue 1) B. We could open roads currently closed to the public for firewood (1,3,5). C. We could permit firewood gathering in timber sale areas to clean up slash (1,3,5). D. We could emphasize wood collection in specific areas (1,3,4,6,7). E. We could cooperate with private landowners in posting private land boundaries in areas where trespass is occurring (2). F. We could offer commercial timber sales for firewood products (1,3). G. We could offer sawlog sales in sufficient volume to maintain local dependent industry (4). H. We could encourage firewood cooperatives that could apply for a special use permit (5). I. We could close prime dispersed recreation areas to ORV use (6,7). J. We could closely manage firewood gatherers' activities in areas designated for firewood cutting (2,6,7). K. We could close prime wildlife areas to firewood gathering during hunting season (6).
12. Trespass and theft by firewood cutters must be stopped.	-Private landowners adjacent to National Forest and numerous home owner associations.	LOC.	DIS.	IM.	
13. Small timber sales attractive to the commercial firewood cutter should be offered.	-Small commercial logger operations in the Arkansas Valley and South Park.	LOC.	EX.	LT.	
14. There needs to be set asides for sawlog operations, "the Forest is being turned over to firewood cutters."	-Wyatt sawmill in Fairplay and other mills in regional area like Pueblo.	REG.	EM.	LT.	
15. We are dependent on firewood to heat our homes and the competition from Denverites is making it difficult to collect wood.	-Local residents of Fairplay, Jefferson and Como and the senior citizen organization in the South Park area.	LOC.	EX.	LT.	
16. Firewood cutters are destroying game habitat and forcing game out of the area with the traffic and noise.	-Regional hunters from Denver, Fish & Game Dept.	REG.	EM.	LT.	
17. More vehicles are getting into the back country and destroying the recreational experience.	-Backpacker's Club from the Front Range. -Individual day hikers & picnickers.	REG.	EM.	LT.	

WORKSHEET 2 (CONTINUED)

FACETS OF THE PLANNING QUESTION ORIGINATING FROM WITHIN THE AGENCY

Management Concerns that are Facets of the Question	Identify Reasons for Management Concern	Management Opportunities Available to Address Concern
C1. <i>There is currently inadequate funds and manpower available to manage firewood demands.</i>	-Impact of firewood gathering on management is not recognized in annual budgets to adequately administer the situation.	A. We could increase firewood administration budget. B. We could change travel management plan to provide for closing roads to protect soil and water when necessary.
C2. <i>Road maintenance and soil erosion problems are increasing with ORV use associated with firewood demand.</i>	-Roads are not being closed during late fall when damage is likely. Also, there are currently inadequate funds to maintain roads if left open.	C. We could increase road maintenance budget to provide more maintenance during wet season if roads are not closed.
C3. <i>Road closures are difficult to administer.</i>	-The public wants access to firewood and it's hard to tell them they can't have dead wood along closed roads.	D. We could open roads currently closed to the public for firewood.
C4. <i>Conflicts are occurring with other resource programs.</i>	-There have been increasing complaints from hunters, backpackers, picnickers about all the firewood gatherers in the Forest.	E. We could close prime dispersed recreation areas to ORV use.
C5. <i>Enforcement of rules particular to this district is difficult.</i>	-Each forest has a different policy when it comes to the management of firewood and the public gets confused.	F. We could closely manage firewood gatherers' activities in areas designated for firewood cutting.
C6. <i>Law enforcement activities are being used to control demand in particular areas.</i>	-Our lost image on the Forest is poor since we have been reacting to the overwhelming demands.	G. We could develop coordinated Regional policy or standards for Forests to operate within.

On Worksheet 2, the public issues relating to the question are listed as facets of a question regarding the management of National Forest lands. Each issue is listed individually in the first column. The network(s) or organization(s) expressing each issue are recorded in the second column. On the continuation of Worksheet 2, page 34, the management concerns relating to the planning question also become facets of the question being considered. The concerns are listed individually in the first column and the reasons for each concern are entered in the second column.

Both public issues and management concerns are the basis for posing a planning question. When synthesizing issues and concerns into management questions, keep the following principles in mind:

- Condense the identified public issues and management concerns into the fewest number of questions.
- Pose a question so it focuses on the specific operational or planning problems influencing resource use and management.
- State a question impartially so an answer to the question is not implied by the way the question is posed.
- Group public issues and management concerns that enhance or aggravate each other under a common planning question.
- List identified issues and concerns under as many questions as they relate to.
- Insure that questions are developed through an interdisciplinary approach so the questions to be addressed are dynamic and not dealing with individual resource program problems.
- Include questions needing resolution that relate to maintaining or improving social resource quality as well as natural resource quality.

The planning question posed in the example incorporates a number of these principles. It includes issues and concerns affecting the management of timber, recreation, roads, soils, and so on. The problem of increased firewood demand crosses multiple resource programs and it should be analyzed in an interdisciplinary fashion. Secondly, by addressing the identified issues/concerns, the Forest Service is protecting the natural resources it manages as well as enhancing the social resources of the local and regional publics involved. Lastly, notice the specificity of the question being

posed, "To what extent should we respond to increasing firewood demands?" This is the real problem management must tackle. A more general question like, "What should our timber management goals be?", does not get at the influence on management requiring attention. A manager should not avoid posing specific planning questions. As the illustration points out, a specific question does not limit itself to the firewood demand, but also includes other issues such as the demand for sawlogs.

Questions regarding the management of natural resources are posed using the preceding procedures. The next procedure identifies the management opportunities available to address the issues/concerns, and begins the process of evaluating how to answer the questions under consideration.

two

Identify management opportunities to address the issues and concerns in a favorable way

The last column of Worksheet 2 provides space to identify the resource use and development opportunities available to address each of the facets (issues/concerns) of a planning question. *(The definition of a management opportunity is a statement of general actions, measures or treatments management could take to address a public issue or management concern in a favorable way.)* The emphasis is on actions that could be taken within the realm of possibilities open to management. Opportunities are not actions management has decided to take. Therefore, a manager should explore options such as a change in policy, resource allocation, and other ways to bring management direction in line with the identified issues and concerns. Examine the worksheet example to get an idea of the wide range of opportunities available.

Usually, a management opportunity may address more than one facet of a question because of the commonality of issues or concerns identified in the first column. In some cases, opportunities under the same questions might be diametrically opposed. This is not a problem in the identification of opportunities process. The full array of possible opportunities should be identified--no evaluation of the issues to be addressed occurs at this point. After each of the management opportunities are identified, the issues or concerns it addresses should be listed, as in the example.

The three narrow columns in the middle of the worksheet are used to enter the extent, intensity and duration of the identified public issues. This step is an important one for the resource manager who is serious about evaluating opportunities to address the issues in a favorable way. A manager must have a clear understanding of the

extent of the publics involved, their intensity of interest, and the duration of the influence on management in order to identify practical management opportunities. Management needs a sense of timing and realism when it comes to identifying and evaluating opportunities that are available.

Attachment 2a on page 36 is used to determine the scope of each public issue listed in the first column. Essentially, the scoping process is repeated on Worksheet 2 with the purpose of developing workable management opportunities. It assists in identifying opportunities at the point in time when the worksheet is used and also in adjusting opportunities as the scope of issues change. The three columns should be used as a monitoring tool by management throughout the planning process. If the extent, intensity, or duration of an issue alters significantly and shifts into another classification, a manager should re-evaluate the particular public issue. A new situation might be facing management with new networks involved, more intense interest and more immediate attention required. Conversely, a network might no longer carry an issue because it has been resolved by other events beyond the control of management.

Monitoring is a continuous process that must occur throughout the planning effort. Attachment 2a provides a scale for tracking the fluctuating scope of public issues. As the scope of an issue changes, a new classification can act as a warning signal that a different situation at hand which may require different management opportunities. A manager can use the monitoring tool to insure a land management plan responsive to the issues and concerns needing to be addressed in the future.

three

Formulate the Forest management questions that need to be resolved

All the procedures included thus far in the handbook are primarily taken by the resource managers at the local administrative level. They are the ones having the most accurate understanding of public issues, management concerns and subsequent management questions requiring attention in day-to-day operations and long-range planning.

The purpose of such site-specific work is to maintain the cultural and geographic significance of the identified issues, concerns and management opportunities. The human resource unit (HRU) assists a manager in accomplishing the task of identifying and evaluating the public issues to be resolved. It is a management unit used to tie public issues to networks of individuals who have specific attitudes and activities relating to resource use and management. A resource manager can evaluate the significance of people's issues based upon an understanding

Attachment 2a

PUBLIC ISSUE SCOPING SCALE

EXTENT - How widespread is public interest in the issue?

Classification	local	regional	national
	Issue involves local public(s) living in the geographic area adjacent to the forest.	Issue involves public(s) living outside the immediate geographic area who use forest resources.	Issue involves regional public(s) who influence forest resource use or decisionmaking.
			Issue involves national public(s) who influence forest resource use or decisionmaking.

INTENSITY - What is the level of public interest or awareness of the issue?

Classification	emerging	existing	disruptive
	Issue is in its early stages of development with a low level of public awareness and has the potential of becoming an influence on management. and/or Interest is being expressed by an individual or small number of scattered individuals. Issue has received no media attention.	Level of awareness is starting to build and issue is growing in intensity through increased public activity and discussion. and/or Interest is being expressed by a combination of individuals who form a network. Issue has received limited media attention.	Issue is in its advanced stages of development with a high level of public awareness and is currently influencing resource use and management. and/or Interest is being expressed by multiple networks. Issue has received considerable media attention.
			Issue is in an uncontrollable stage of development with an extreme level of public awareness and is impacting resource programs and management. and/or Interest is being expressed in a reactive manner towards management. Issue has received national media attention.

DURATION - What type of management attention should the issue receive?

Classification	long term	short term	immediate
	There are multiple opportunities for addressing the issue throughout the foreseeable future. Issue has the potential of being addressed in long-range planning.	The opportunities for addressing the issue should be identified during the next 5-10 years in order to manage the situation. Issue has the potential of being addressed in long-range planning.	The opportunities for resolving the issue have become more limited because of the specific nature of public demands. Issue requires management attention in the next 1-3 years or evaluation for inclusion in long-range planning.
			The opportunities for resolving the issue are very limited because of the polarized nature of public demands. Issue requires immediate management attention.

of the unique cultural characteristics of a geographic area. The HRU is also used to identify management opportunities available to address the issues for that particular geographic area. The end product is the formulation of management questions that get at the specific management concerns and public issues of different locations on the Forest.

The human resource unit also makes implementation and evaluation of management actions possible. A working knowledge of an HRU cultural characterization enables management to design practices responsive to changing social conditions and resource uses.

The questions posed by HRU provide an indication of the overall planning questions to be decided in the Forest plan. In this procedure, the planning questions posed by managers throughout the Forest are combined into Forest-wide planning questions. The questions that are similar from the various HRUs are combined into one question and restated to encompass the Forest-wide situation. However, the integrity of the identified issues, concerns and opportunities is not lost in the process. The planning questions that are unique and cannot be combined are stated individually as Forest planning questions as well.

The advantages of starting the planning process from the site-specific level should be clear. Issues remain tied to networks, concerns special to management in different areas are recognized, and opportunities to address specific issues/concerns are brought forward in the Plan.

At this point in the planning process, the management concerns and public issues identified in the Regional Plan and other Agency direction should be considered in formulating the Forest-wide planning questions.

four *Design possible management prescriptions responsive to the issues and concerns*

(A possible management prescription is defined as a combination of management practices. It emphasizes one or more management opportunities over others in order to address specific issues and concerns relative to a management question.)

In reviewing the management opportunities listed in the last column of Worksheet 2, notice the similarities and differences. Also notice that certain opportunities apply to multiple public issues as well as to some of the management concerns identified. What a management prescription does is combine the compatible opportunities listed for the identified public issues and management concerns. A possible management prescription is a statement about what opportunities can be used in combination to address specific issues and concerns. It is also used to tentatively identify where and how the opportunities can be applied.

The inclusion of this procedure early on in the planning process is essential. It focuses the attention of planning on particular management practices to be evaluated for possible implementation. Possible management prescriptions point out specific geographic areas and resources to be evaluated. This is a real plus for planning because the data collection and analysis process is centered upon specific resource-related actions, measures or treatments.

Information on everything about the resource is not necessary. The only information required is that which assists in answering the planning questions being posed. By designing possible management prescriptions, a resource manager is activating what the National Forest Management Act of 1976 (NFMA) calls "an issue oriented planning process." The intent of NFMA is to make planning driven by public issues and management concerns unique to a particular Forest. This simple procedure focuses the planning actions required by NFMA on the evaluation of prescriptions responsive to the identified issues and concerns.

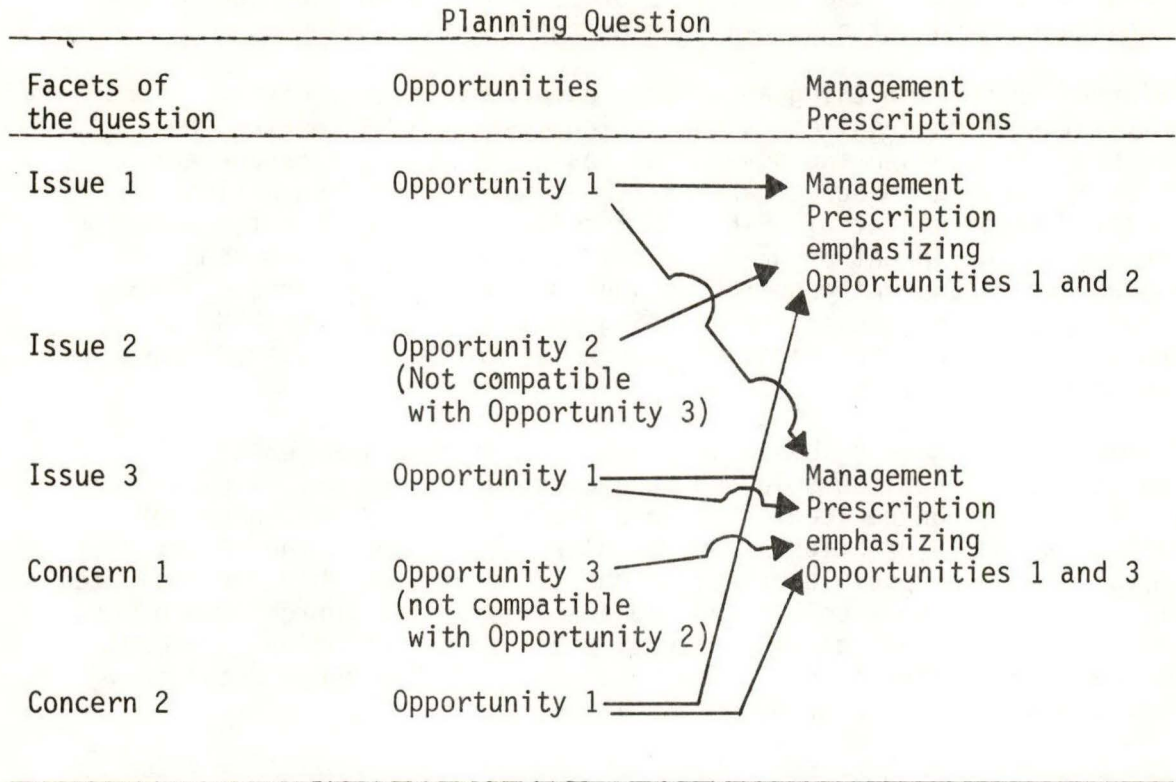
Remember what is being discussed here are possible management prescriptions and not the selected management prescriptions. Possible prescriptions can be identified in a preliminary way by management with existing information and personal knowledge about the resource base. Once the possible prescriptions are designed, they are evaluated through further data collection and analysis of the current management situation. In the analysis process, possible prescriptions are modified as more information becomes available and fine tuned until they become management prescriptions.

(Management prescriptions are defined as management practices selected and scheduled for application on a specific area to attain multiple use and other goals and objectives.) Final management prescriptions eventually become components of the land management planning alternatives developed for the Forest Plan.

When designing possible management prescriptions use the following principles.

- Design prescriptions around compatible opportunities.
- See that all resource use and development opportunities are incorporated into management prescriptions. This will ensure that all facets of all planning questions are considered in a favorable way.
- Remember that an opportunity can be emphasized or incorporated into more than one management prescription.
- When a management prescription is designed, it should indicate that the prescription could be applied to make a decision relative to a planning question. It does not indicate that it will be applied.

The following illustration shows how management prescriptions are designed around resource use and development opportunities relevant to a planning question.



A useful outline to follow when describing possible management prescriptions is included here to assist in the effort.

- Establish Management Prescription Goals

The goals of a prescription identify what resource use and development opportunities will be emphasized, what a prescription is designed to accomplish and what resources, uses or activities will be benefited most if the prescription is applied.

- Describe Where the Prescription Could Apply

This identifies where in terms of the kinds of areas the prescriptions could be applied. When completing the description, keep it in rather broad terms. Use existing knowledge about the resource and its general capabilities. Also keep in mind that designing a possible prescription does not indicate that it will be implemented. At this point, the prescription only represents a possible way certain public issues and

management concerns can be incorporated into the planning process. In the later stages of the plan, a decision is made as to whether a prescription will be applied.

- Describe How Resources Will Be Managed

This identifies how all resource use and activities will be managed to attain the goals of the prescription. The step essentially describes the management practices to be used in a prescription. (*A management practice is defined as a specific action, measure or treatment.*) The identified practices should be specific enough to adequately address the issues and concerns relative to the planning question.

conclusion

This publication is third in a series of social resource management handbooks for natural resource decisionmakers. It was written for the land and resource management planning activities of the USDA-Forest Service. The Rocky Mountain Region is currently using these procedures and has taken the lead in developing a management system that is responsive to public issues at a local, regional, and national level. Special thanks are due to Kent Quinkert of the Land Management and Program Planning Office and to Gary Severson of the Office of Information for their assistance in designing the management tools appearing in the handbook.

The procedures for identifying and evaluating issues, concerns and opportunities only prepares management for decisionmaking. Deciding on what kind of management response to take requires all the experience and judgement of a resource manager. No analysis method can replace these skills.

Gifford Pinchot in The Training of a Forester discusses the necessary qualities of a resource manager that still apply today. "Forestry is a form of practical statesmanship which touches the national life at so many points that no Forester can safely allow himself to remain ignorant of the needs and purposes of his fellow citizens, or to be out of touch with the current questions of the day."

This handbook provides the tools for responding to changing public attitudes and issues. Using these tools requires staying in touch with the public in order to understand their interests in resource use and management. It involves the full-time commitment of a resource manager but the end result will be a management system that has the capability to respond to public issues and management concerns at the most effective level.

This document was prepared specifically
for the land and resource management
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